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RHMFIUU/CDR USAFRICOM STUTTGART GE  
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KAMPALA FOR DECKERSON  
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KUSLO NAIROBI KE FOR DMCNEVIN  
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SUBJECT: NGOs and USG Discuss Civil-Military Relations in the  
Horn of Africa/East Africa

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Summary  
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11. On July 15, USEmbassy Nairobi jointly with the NGO umbrella organization InterAction and the Combined Joint Task Force-Horn of Africa held a one-day conference in Nairobi to discuss the evolving civil-military cooperation framework -- also known as Diplomacy, Development, and Defense (3D) -- in the region. The workshop was the second in a series of discussions between the USG and the NGO community about military participation in humanitarian affairs in general and CJTF-HOA's in particular.

12. The forum conference was an opportunity for the Embassy, USAID, NGOs and CJTF-HOA to share their perspectives on their roles and relationships in development throughout East Africa/Horn of Africa. Despite disagreement on some issues, there was consensus that the discussion between the USG and the NGO community should be continued. End Summary.

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Civil-Military Coordination:  
The Discussion Continues  
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community about military participation in humanitarian affairs, particularly the role of the Combined Joint Task Force - Horn of Africa (CJTF-HOA).

¶4. The conference included representatives from USEmbassy Nairobi, USAID-Nairobi, USAID/East Africa and diplomatic missions from the region; InterAction, a coalition of U.S.-based NGOs; other NGO representatives; and CJTF-HOA.

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USG: USAID Leads Development,  
CJTF-HOA Adds Value  
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¶5. The conference began with USG representatives from each "D" describing their role in the partnership and their perspective on humanitarian/development activities.

¶6. USEmbassy Nairobi Chargee d'Affaires (Diplomacy) described the country team's 3D approach to coordinating CJTF-HOA's civil affairs activities, which comes in the form of monthly working group meetings of the Embassy's Political Section, USAID, and CJTF-HOA. A notable 3D success was in response to the post-election crisis earlier this year, she said. In the Rift Valley, the Kenyan Ministries of Education and Defense identified schools destroyed during the post-election violence; KMOD was asked to help in reconstructing the schools. CJTF-HOA is currently working side by side with KMOD and USAID's Office of Transition Initiatives to support the realization of USG strategic goals. This is a combined effort which encourages dialogue within a community that had become divided along ethnic

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lines in the wake of the post-election violence.

¶7. The CJTF-HOA Commander (Defense) emphasized CJTF-HOA's primary goal as building the security capacity of host nations within the command's area of responsibility. Civil affairs activities comprise a small part of CJTF-HOA's total budget and contribute directly to the security capacity goal, as the teams work closely with the host nation to carry them out (e.g., medical and veterinary civic action programs). Ideally, the presence of civil affairs teams will help host nation governments increase their legitimacy and the legitimacy of their military forces in local communities, with host nation militaries eventually taking the lead in their partnership activities with CJTF-HOA. The Commander emphasized that the 3D approach has had a profound effect on how CJTF-HOA engages in civil affairs activities. When done in proper coordination with USAID and the Department of State, civil affairs activities can help mitigate the stresses that contribute to instability, such as lack of access to water and health care, he said.

¶8. USAID's East Africa Deputy Director and USAID's Executive Civil-Military Counselor for Central Command (Development) both reiterated CJTF-HOA's supporting role with respect to development activities and discussed the close coordination needed for success. (Note: USAID's new Civil-Military Policy and an accompanying set of guidelines has been formally released in the form of a Policy Paper and distributed to all Missions and soon to COCOMS. End Note.) The new policy recognizes the importance of collaborating with the Department of Defense and the need to build USAID's own response capacity to security, stability, transition, and reconstruction operations. It underlines that the military's biggest contribution to development goals is in long-term, strategic military-to-military engagement, and that the Department of Defense is not a substitute for civilian capabilities.

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NGOs Voice Concerns About  
Militarization of Aid  
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¶9. Participants on an NGO panel voiced general concerns about the Department of Defense's increased participation in

implementing assistance projects. The NGOs argued that DoD's participation blurs lines of authority and mandates and may affect NGO funding sources and jeopardize NGO security and neutrality.

¶10. InterAction's Director for Disaster Response described basic humanitarian principles and outlined the NGO emphasis on community participation, local capacity and local staff. She also described InterAction's guidelines for working with the Department of Defense. (Note: See [www.interaction.org/hpp/military.html](http://www.interaction.org/hpp/military.html) for InterAction's organizational guidelines. For broader civil-military interaction guidelines -- finalized in July 2007 by governmental and nongovernmental stakeholders and facilitated by the U.S. Institute of Peace -- see [www.usip.org/newsmedia/releases/2007/0807\\_guidelines.html](http://www.usip.org/newsmedia/releases/2007/0807_guidelines.html) End Note.) While the NGO community greatly appreciates the military's contribution to training peacekeeping forces and providing protection to civilians, they question the connection between military civil affairs activities and CJTF-HOA's goal of

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building security capacity.

¶11. CARE's consultant on civil-military relations called the 3D approach "unbalanced" and posited that that the Department of Defense is inappropriately taking the initiative in development. Even USAID's assistance has become more oriented toward security, he claimed. He criticized CJTF-HOA for not understanding the local interests and ethnic dynamics of the communities being served, especially in border regions. He observed that some communities viewed the U.S. military as a belligerent in the Somalia conflict, thus complicating the reception of military civil affairs projects in their area and confusing the population about the relationship between NGOs and any military. (Note: The CARE findings have not been verified/corroborated generically, and remain opinions based on specific interviews. End Note)

¶12. PACT's Kenya Senior Program Officer echoed the sentiment that some people view civil-military activities with suspicion. Kenya's North Eastern Province provides the example, he said, a province which was under martial law until the early 1990s. One of CJTF-HOA's goals has been to help the Kenyan Department of Defense improve its relationship with the communities of North Eastern Province, yet local communities still have negative associations with Kenya's military and question CJTF-HOA's attempt to raise the Kenyan military's profile, he said.

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Discussion: Open and Frank  
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¶13. The discussion period gave participants an opportunity for frank dialogue. A CJTF-HOA representative discussed how civil affairs teams have gradually gained acceptance in local communities by holding open forums to discuss their work and then completing their work as agreed upon with local authorities. An NGO representative countered by asking whether local communities would ever see the work of civil affairs teams -- either national or U.S. -- as altruistic. While communities may accept civil affairs projects in their own self-interest, one NGO observer stated, their suspicions of any military activities would not change.

¶14. Some NGO representatives expressed discomfort at the idea of directly supporting civil affairs teams on aid projects. USAID's own acceptance of Department of Defense funding (i.e., 1207 funding) also presented a conundrum for some in the NGO community, causing some to rethink their relationship with USAID, one representative said.

¶15. In response, the CJTF-HOA Commander reiterated the rationale for U.S. civil-military activities:

- They train partner nation militaries in civil affairs

activities such as veterinary vaccination programs which build trust and rapport with local populations. Currently, CJTF-HOA provides the equipment, delivers the knowledge, skills and abilities to partner national military counterparts. In the future, CJTF-HOA seeks partner nations to take the lead in these efforts, with CJTF-HOA playing a supporting role in training to country-specific needs as identified by the partner national governments;

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- CJTF-HOA can access high risk areas which can help advance USG and host nation development priorities;
- Civil affairs activities, such as medical civic action programs, provide collaboration opportunities that lead to security capacity building efforts;
- Civil affairs activities can mitigate stresses that contribute to instability, such as lack of access to water, healthcare, veterinary/medical actions; and
- Civil affairs activities provide the collaborative opportunities for CJTF-HOA to better understand cultural dynamics to effectively tailor programming and projects to support partner militaries as well as enhancing long-term security capacity building objectives.

¶16. At the end of the day, participants from all sides made concrete recommendations about what should happen next. CJTF-HOA discussed its plan to systematically evaluate the effectiveness of its humanitarian projects in building security capacity and to gauge local communities' perceptions of its work. NGO representatives asked that USAID remain their main interlocutor with the USG, and for local interagency working groups to solicit and respond to NGO concerns about CJTF-HOA's activities. One NGO representative suggested that the Department of Defense could best contribute to its security objectives with military-to-military training on topics like gender awareness, civilian protection and HIV/AIDS.

¶17. Despite disagreement on some issues, there was consensus that the discussion between the USG and the NGO community should be continued. Many participants expressed interest in holding follow-on meetings both regionally and at the country team level to continue addressing the issues that were raised. Participants fully endorsed USAID as the lead interlocutor between NGOs and the U.S. military on civil-military activities. Participants also agreed that the conference was timely, key issues were raised and a commitment was made on all sides to continue dialogue.

¶18. This cable has been coordinated with and cleared by CJTF-HOA and USAID.

SLUTZ